DOCUMENT RESUME

ED 159 254 UD 018 502

AUTHOR Owan, Tom
TITLE Asian Americans: A Case of Benighted Neglect. AAMHRC Occasional Paper No. 1.
SPONS AGENCY Social Security Administration (DHEW), Washington, D.C.
PUB DATE 13 May 75
GRANT 5-RO1-MH25589
NOTE 77p.

EDRS PRICE MF-$0.83 HC-$4.67 Plus Postage.
DESCRIPTORS *Asian Americans; Census Figures; Chinese Americans; Demography; Filipino Americans; Government Role; Health Conditions; Immigrants; Income; Japanese Americans; Low Income Groups; Minority Groups; *Needs; *Racial Discrimination; *Social Services; Social Welfare; *Socioeconomic Status; Statistical Data; Urban Areas
IDENTIFIERS California (San Francisco); Social Security

ABSTRACT

The undercount of the Asian American population, the phenomenal rise of Asian immigrants, the projected doubling of the Asian American population by 1980, and the concentration of this population in urban areas are significant reasons for the reordering of program priorities so that Asian Americans are not excluded from Federally funded benefits and services. The stereotyping of Asian Americans as success models for other immigrants has lulled the American public into considering Asian American concerns secondary to the problems of other minority groups. Despite the fact that the Asian Americans attained lower median incomes in the major metropolitan areas, lowest average public assistance incomes and lower average social security incomes, they continue to be ignored in their efforts to raise themselves into the economic mainstream. Asian Americans also have serious health problems. For example, they suffer a disproportionate percentage of tuberculosis in San Francisco and the Chinese have especially high hospitalization rates for mental illness in the State of California. Furthermore, the Asian American elderly in major metropolitan areas are facing serious survival problems due to a history of racism, evacuation into concentration camps, and denial of citizenship and job opportunities. An effort should be made to provide needed bilingual and bicultural social services to Asian Americans and other minority groups. (Author/GC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

AUG 1 1978

ED159254

Asian Americans: A case of benighted neglect

Tom Owan

BEST COPY AVAILABLE

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

AAMHRC

Occasional Paper

No. 1

Prepared under DHEW Grant No. 5 R01 MH25589

UD 018 502

ASIAN AMERICANS: A CASE OF BENIGHTED NEGLECT

Tom Owan
Community Services Officer
Labor Relations/Equal Opportunity Staff
Bureau of Field Operations
Social Security Administration

Paper Presented at the National
Conference of Social Welfare
San Francisco, California
May 13, 1975

(The author is indebted to Bob Bynum, Acting Director, Bureau of Field Operations, for the opportunity and support; to Paul Arca, Gene Ermatinger, the Office of Research and Statistics, all of SSA, and to Canta Pian of RJ Associates for their invaluable assistance. The presentation is based upon a staff paper prepared for SSA and does not represent an official position of the Department of Health, Education, and Welfare or any office within it.)

TABLE OF CONTENTS

Page

Introduction 1

Chapter I: The Undercount of the Asian American Population, The Phenominal Rise of Asian Immigrants, The Projected Doubling of Asian American Population By 1980 and The Concentration of Asian Americans In Urban Areas Are Significant Reasons To Reorder Program Priorities So That Asian Americans Are Not Excluded From Seeking Federally Funded Benefits and Services 4

A. The Undercount of Asian American Population 4

B. The Phenominal rise of Asian Immigrants 4

Table I: Immigration Subject to Numerical Limitations and Projections for 1980 . . . 8

Table II: Immigration Not Subject to Numerical Limitations and Projections for 1980 . . . 9

Table III: Total Immigration and Projections for 1980 10

Table IV: U.S. Population and Projections for 1980 11

C. Urban Dwellers 12

Summary 14

Chapter II: The Stereotyping Of Asian Americans As "Success Models" Has Lulled The American Public to Consider Asian American Concerns As Secondary to the Problems of Other Minority Groups 22

A. Proposed Title VI Standards for State Agencies . . . 22

B. Funding and Special Projects 22

C. Task Forces on Minority Concerns 24

D. White House Conference on Aging 24

Page

E. Bilingual Educational Needs 25

F. Asian American Staffing 26

G. Asian American Small Entrepreneurs 26

Summary 28

Chapter III: Despite The Fact That The Asian Americans Attained Lower Median Incomes In The Major Metropolitan Areas, Lowest Average Public Assistance Incomes And Lower Average Social Security Incomes, They Continue To Be Ingnored In Their Efforts To Raise Themselves Into The Economic Mainstream 30

A. Lower Median Incomes in Metropolitan Areas 30

B. Lower Average Social Security Incomes and Lowest Average Public Assistance Incomes 32

Summary 36

Chapter IV: Asian Americans Are Suffering A Disproportionate Percentage of Tuberculosis In San Francisco And The Chinese Attained Higher Mental Illness Hospitalization Rates In California 38

A. Lack of Adequate Health Data on Asian Americans . . 38

B. Tuberculosis Among Asian Americans 38

C. Mental Illness Among The Chinese Americans In California 40

Summary 43

Chapter V: The Asian American Elderly In The Major Metropolitan Areas Are Facing Serious Survival Problems Due To A History Of Racism, Evacuation Into Concentration Camps, Denial Of Citizenship And Job Opportunities. . . 45

A. Poverty Status of Asian American Elderly 45

B. Background of Racist Legislation Against Asian Americans 48

C. Concentration Camps For Persons Of Japanese Ancestry 50

D. Denial Of Citizenship To First Generation Asians . . 52

Summary 54

Page

Chapter VI: The Asian Americans, Native Americans, And Spanish Speaking Americans Have Been Subjected To Differential Treatment In Service Delivery Impairing Their Participation To Seek Out Program Benefits And Services 56

Service Delivery For Asian Americans 60

Summary 63

Conclusion 65

Recommendations 67

INTRODUCTION

A well known personality was once quoted as saying, "Love me or hate me, but don't ignore me."

We might even say that to ignore someone consciously is at least some recognition. But to suffer neglect because your problems are not even known; to be the victim of "benighted neglect" is the most demoralizing, frustrating, and damaging position anyone can find himself in. And that is primarily the position of the Asian Americans.

It is tragic that so few Americans know the Asian Americans and even more tragic that the few who do profess to know them presume that they do not suffer the economic, educational, and social inequities usually associated with the more publicized minorities.

The Asian Americans represent a heterogeneous and complex group--Japanese, Chinese, Filipino, Korean, Hawaiian, and Pacific Island People (Guamanian and Samoan)--with a diversity of history, religion, culture, language, region, and nationality.

Although the following remarks by Edwin O. Reischauer, former ambassador to Japan, refer to the Japanese, the statement to a large degree reflects the experience, feelings, and loyalty of all Asian Americans:

> "No immigrant group encountered higher walls of prejudice and discrimination than did the Japanese--the denial on racists grounds of the right to naturalization, the denial in the areas where they largely lived of the right to own land or enter certain professions, and eventually complete exclusion. None experienced a more dramatic crisis than they did when one hundred thousand of them--aged immigrants and their assertedly loyal American-born children alike--were herded from the West Coast into what amounted to concentration camps. None retained greater faith in the basic ideals of America or showed stronger

> determination to establish their rights to full equality and justice, even when their fellow Americans seemed determined to deny them both. None showed greater loyalty to the United States, a greater willingness to make sacrifices on the battlefield or at home for their country." *

The successive waves of Asians who have come to the United States have experienced a repetitive history of labor exploitation, blatant discrimination and violence. The Asian Americans responded to this overwhelming racism mainly by withdrawing, accepting, uncomplaining, accommodating, and simply as "quiet Americans." This quiescence has penalized them harshly since it fostered the attitude of benighted neglect among public and private officials to the extent of excluding Asian Americans as a significant minority group for employment, training, grants, housing, health and welfare.

The plight of the Asian Americans is a legitimate equal opportunity concern and the total Department and SSA should deal with the problems of Asian Americans with the same urgency and commitment reflected in affirmative action programs targeted for other minority groups and women.

There are major problems peculiar to the Asian American group some of which are typical of other minority groups. The Social Security Administration has recently made efforts to satisfy these concerns and has provided bilingual services to the Asian American population in select locations in a manner consistent with its mission to serve the public.

The purpose of this paper is (1) to illuminate some significant findings which clearly illustrate the benighted neglect of Asian Americans; (2) to try to dispel the myths and misconceptions about Asian Americans so that they will be treated with no less concern than other minority groups; (3) to point out the major problems of differential treatment of those who require bilingual-bicultural service delivery, especially among the Asian Americans, Spanish-Speaking Americans, and Native Americans; and (4) to assist in the planning of additional necessary service to the Asian American population.

*The 442nd Japanese-American Infantry Unit fought in Europe, suffered 9,486 casualties, including 600 dead, and became the highest decorated unit in U.S. Army history receiving more than 18,000 individual decorations, including 3 Medals of Honor.

I. THE UNDERCOUNT OF THE ASIAN AMERICAN POPULATION, THE PHENOMENAL RISE OF ASIAN IMMIGRANTS, THE PROJECTED DOUBLING OF ASIAN AMERICAN POPULATION BY 1980 AND THE CONCENTRATION OF ASIAN AMERICANS IN URBAN AREAS ARE SIGNIFICANT REASONS TO REORDER PROGRAM PRIORITIES SO THAT THE ASIAN AMERICANS ARE NOT EXCLUDED FROM SEEKING FEDERALLY FUNDED BENEFITS AND SERVICES

A. The Undercount of the Asian American Population

The 1970 U.S. Census shows that there were approximately 1.5 million Asian Americans in the United States. Of this number, about 591,290 are Japanese; 435,062 are Chinese; 343,060 are Filipino; 99,958 are Hawaiian; and 70,598 are Korean. However the 1.5 million figure has been seriously questioned by the Asian American communities as grossly underestimating the Asian American population due to the U.S. Census Bureau collection methodology. For example:

1. A large segment of the Asian American population, including Japanese, Chinese, Filipino, and Korean did not or could not respond to census inquiries due to (a) fear and suspicion of the Federal Government based on past experience; (b) inability to read, write, or speak the English language; and (c) inaccessibility to census for postal contact.

2. Persons of Southeast and South Asian ancestry as well as the Pacific Island peoples estimated at 200,000 were excluded. [1]

B. The Phenomenal Rise of Asian Immigrants

The Asian Americans, like all immigrants, came to America seeking better lives for themselves and their families. The Chinese came in the mid 1800's as a prime source of cheap labor to work in the

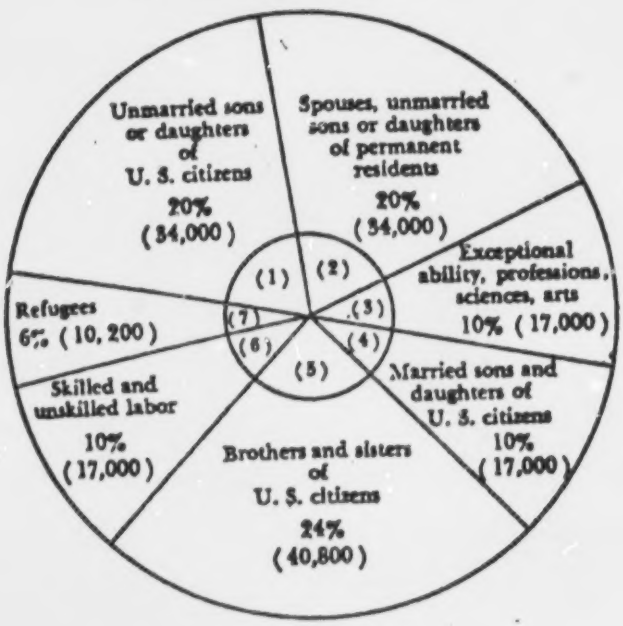
California gold mines. They worked under primitive and harsh working conditions to help build the railroads spanning the lands, worked on farms harvesting fruits and vegetables, and then in shops, small businesses and factories. The Japanese came in the late 1890's to work as laborers on the sugar plantations and later in the pineapple fields in Hawaii. In the 1900's, they came to the continental U.S. to "beef-up" manpower to help build the expanding railroads, to work on the farms, in canneries, and in mines. In the cities, they became small merchants while others worked as gardeners, domestics, etc. The Filipinos came in growing numbers after 1924. They worked on ranches, on sugar plantations in Hawaii, on farms and in canneries, as hotel attendants, elevator operators and seamen in coastal shipping.

Unlike the European immigrants from Ireland, Germany, Poland, Italy, Greece, Hungary, Russia, Finland and Sweden, the Asian immigrants were unique--they were visibly different and thus regarded as unassimilable. The early history of the Asian American was marked with a succession of various kinds of exclusion laws and eventually prohibiting Asian immigrants to the United States. "In the Atlantic, the symbol of our policy was the Open Door; in the Pacific, the Yellow Peril."[2] According to Lyman, "America was founded on the doctrines of white supremacy, which was brought by the first English settlers. Although economic development and expansion of the frontier necessitated importation of cheap laborers from Asia and slaves from Africa, these people were never meant to be absorbed into the American mainstream."[3]

The repressive Immigration and Nationality Act was amended by the Act of October 3, 1965. The Act retains a numerical ceiling on immigration, but has dispensed with national quotas. The new system provides a ceiling of 170,000 annually for the Eastern Hemisphere and each foreign State is subjected to a numerical limitation of 20,000 visas. Independent countries of the Western Hemisphere--formerly unrestricted by number--are limited to a ceiling of 120,000.

The 170,000 ceiling is divided into seven categories with specific percentages allocated to each category (see diagram) and to avoid the separation of families, spouses and children receive the same preference as the mate or spouse. Also, the Act of 1965 places no numerical limit on immediate relatives (spouses, minor, unmarried children and parents of adult citizens) who may come to the U.S.[4]

Allocation of Immigrant Visas



The impact of the 1965 Amendments on Asian immigrants between 1965-74 can truly be characterized as the "golden years." Perhaps the Atlantic Open Door policy has now come full cycle to include the Pacific. The following table reveals the startling immigration results achieved by China-Taiwan-Hong Kong, Korea, and Philippines.

TABLE I

TOTAL IMMIGRATION BY CATEGORIES UNDER THE IMMIGRATION LAWS AND COUNTRY OF BIRTH 1965-1974

YEAR	CHINA-TAIWAN-HONG KONG			KOREA			PHILIPPINES		
	Subject to Numerical Limitations	Not Subject To Numerical Limitations	Total	Subject to Numerical Limitations	Not Subject To Numerical Limitations	Total	Subject To Numerical Limitations	Not Subject To Numerical Limitations	Total
1965	1,152	3,617	4,769	114	2,051	2,165	101	3,029	3,130
1966	12,900	4,708	17,608	531	1,961	2,492	2,702	3,391	6,093
1967	19,712	5,384	25,096	1,721	2,235	3,756	7,104	3,761	10,865
1968	12,386	4,048	16,434	1,550	2,261	3,811	12,332	4,399	16,731
1969	17,258	3,635	20,893	2,904	3,141	6,045	16,208	4,536	20,744
1970	14,699	3,257	17,956	5,100	4,214	9,314	23,339*	7,864	31,203
1971	14,598	3,024	17,622	9,073	5,224	17,622	19,197	9.274	28,471
1972	18,447	3,283	21,730	12,907	5,969	18,876	19,209	10,167	29,376
1973	17,405	4,251	21,656	15,703	7,227	22,930	19,962	10,837	30,799
1974	18,367	4,318	22,685	19,659	8,369	28,028	19,281	13,576	32,857
Total 1965-1974			186,449			115,039			210,269

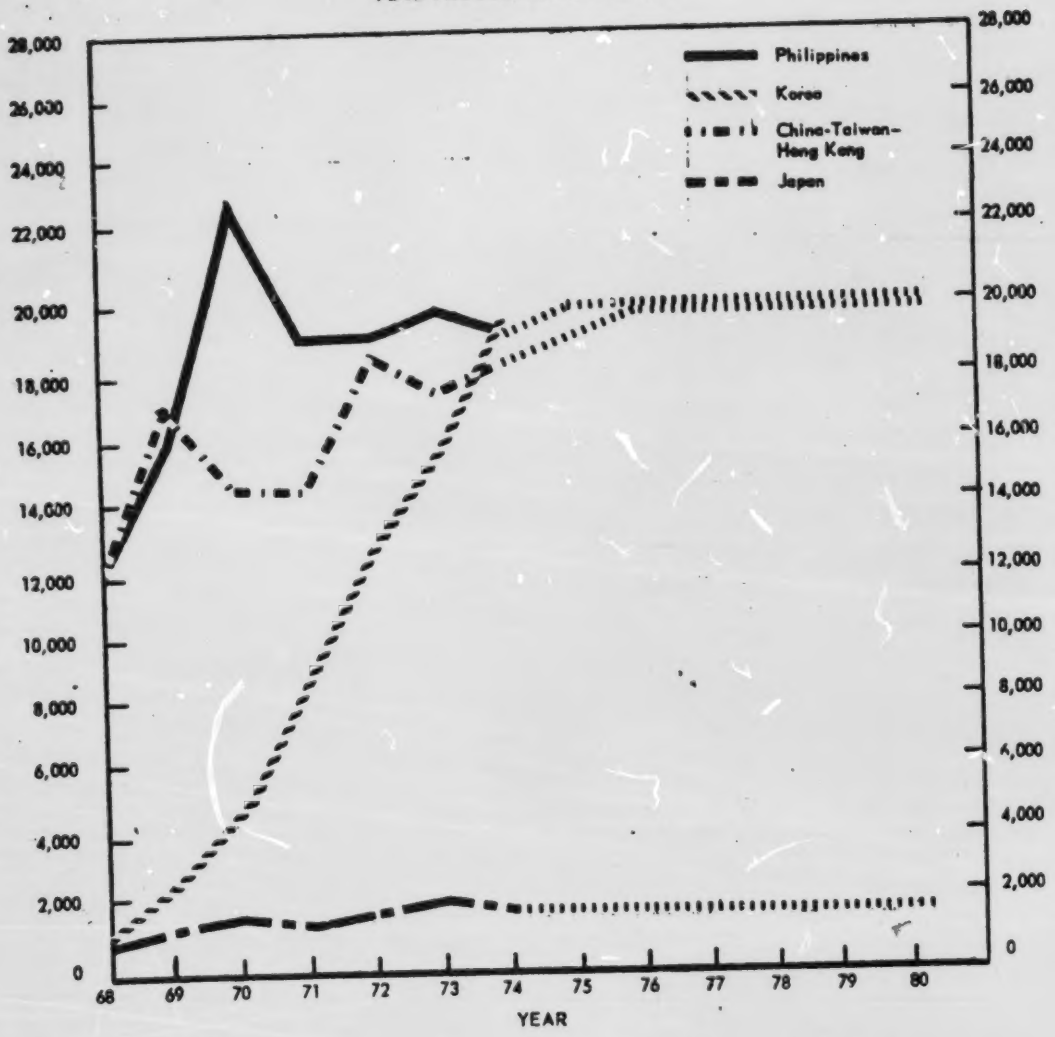
Source: Immigration and Naturalization Service Annual Report (1965-1974)

*The number exceeded 20,000, due to backlog from previous years as reported by INS.

In order to fully appreciate the broad implications of the Immigration Act of 1965, graphs (See below - Graph I, II, III, and IV) were developed to illustrate the impressive gains and the projections for 1980. Because the problem of projection is complicated by the extreme difficulty of devising natural growth formula and appropriate methodologies to show the relations of growth factors to legislation and economic factors, the projections are limited to the year 1980.

TABLE I*

IMMIGRATION SUBJECT TO NUMERICAL LIMITATIONS
AND PROJECTIONS FOR 1980

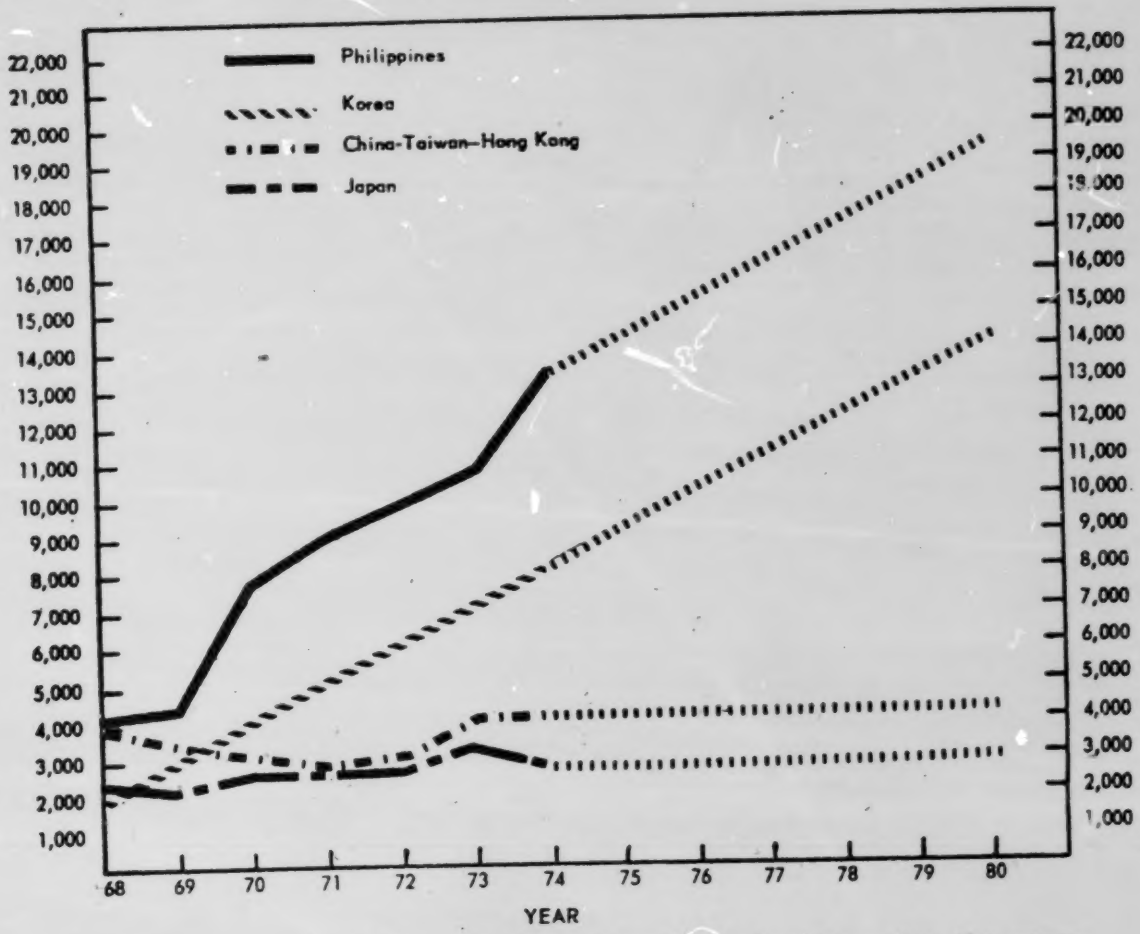


Based on the 20,000 ceiling remaining in force for each foreign state, the Filipino and Korean immigration should stay at the 20,000 level beginning 1975. The Chinese immigration should reach 20,000 in 1976 (straight line projection from 1973-74). The Japanese immigration was projected constant since it was very difficult to discern a pattern.

*All the graphs and methodologies were worked out jointly with the Office of Research and Statistics, SSA.

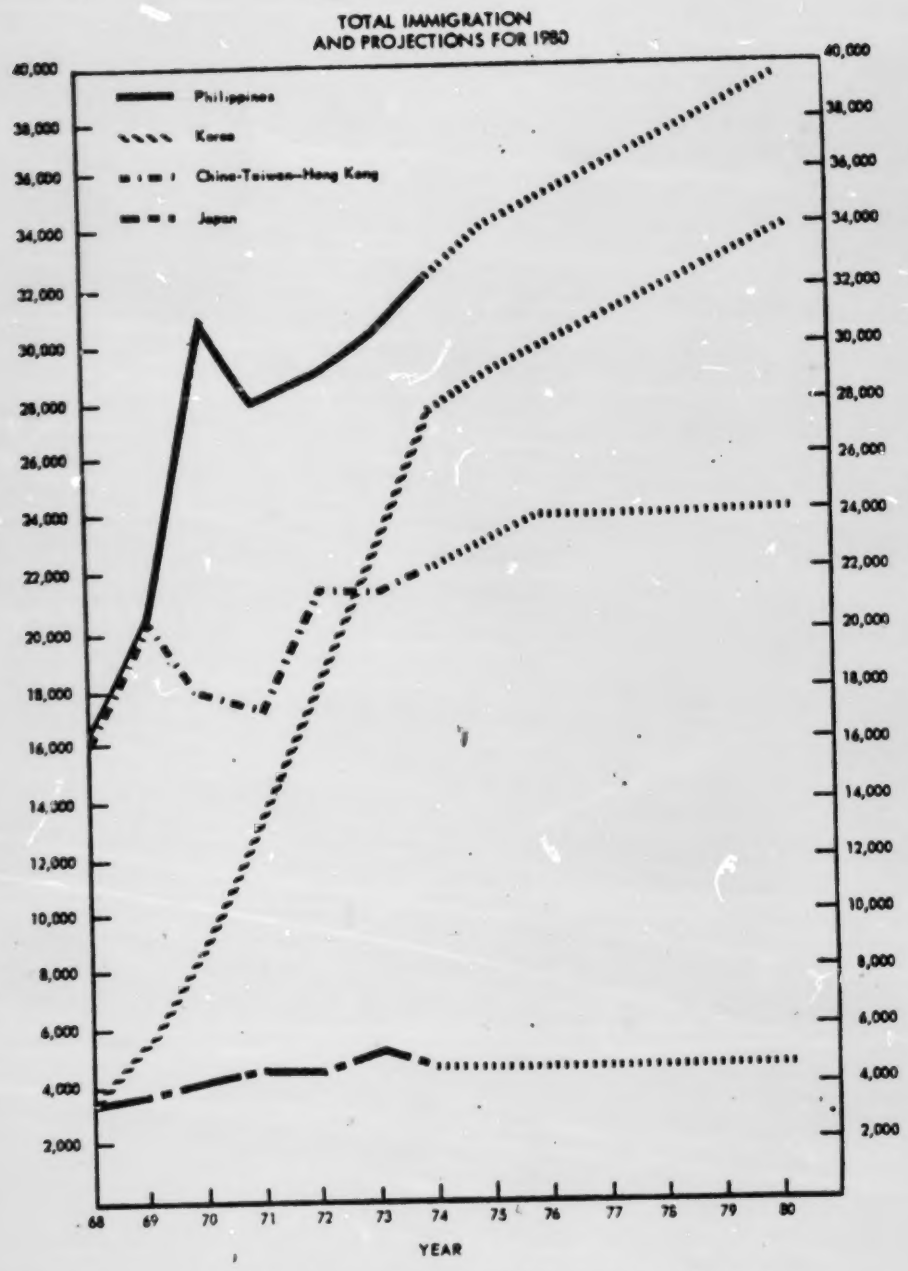
TABLE II

IMMIGRATION NOT SUBJECT TO NUMERICAL LIMITATIONS AND PROJECTIONS FOR 1980



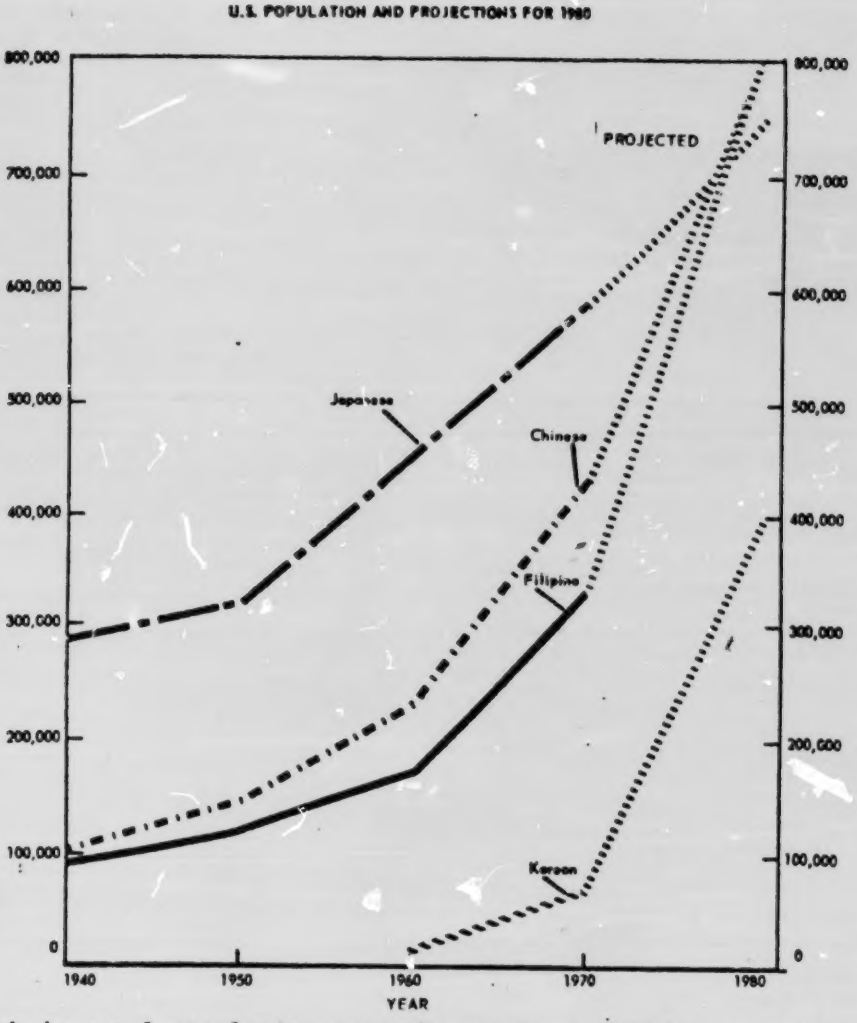
The average growth rate for the Filipino was obtained by using the years 1970-73. This growth rate was then applied to the 1974 figure to obtain estimates for 1975-80. The Filipino growth rate was applied to the 1974 Korean figure to obtain estimates for 1975-80 since it was assumed that the Korean immigrants not subject to numerical limitations would follow the Filipino pattern since the Korean immigration subject to limitation seemed to be following the Filipino pattern albeit several years later. Due to the lack of any special information about the Korean immigrants, our projections are deliberately conservative. Thus, the projections for 1980 are Philippines 19,522, Korea 14,315, China-Taiwan-Hong Kong 4,318, and Japan 2,853.

TABLE III



The total immigration estimates were obtained simply by combining the totals in Graph I (Subject to Numerical Limitations) and Graph II (Not Subject to Numerical Limitations). The total immigration projected for 1980 for Philippines 39,522, Korean 34,315, Chinese 24,318, and Japanese 4,860.

TABLE IV



Basically, the growth in total population over the years was equal to yearly immigration plus natural growth. Thus, the following formula was used to project population for the four largest Asian American groups:

Population = population 1970
+ population (1970) x r (growth rate for 10 years)
+ immigration (1971-1980)

(Immigration 1971 to 1980 is obtained from immigration 1971 to 1974 plus estimated immigration 1975-80 and

$$r = \frac{\text{population 1970 minus Immigration 1961-70 minus population 1960}}{\text{population 1960}}$$

)

The utilization of the "r" formula has two extreme effects on the Japanese and Korean. For example, for the Japanese "r" was relatively small and since Japanese immigration was also relatively small, "r" is probably a fair estimate of natural growth rate; for the Korean "r" was very large since population (1960) for Korean was small. However, the estimate of "r" turned out to be of little importance since the Korean population estimate was dominated by the immigration estimate. The total U.S. population projected for the Filipino is 813,762, Chinese 802,196, Japanese 753,285, and Korean 396,326.

Thus, based on the projected U.S. population of 2,765,569 (See Table IV) plus the 200,000 excluded Southeast, South Asian, and Pacific Island Peoples (1970 Census), plus the 132,000 Indochina refugees granted asylum to this country recently by the Attorney General, it can be reasonably estimated that by 1980, the Asian American population will exceed 3 million doubling the 1.5 million population achieved in 1970.

It is significant to note that while the Japanese have, since 1910, maintained their position as the most populous Asian American group, the projections for 1980 show that the Filipinos (closely followed by the Chinese) are expected to overtake the Japanese in this regard.

C. Urban Dwellers (See Tables I, II, and III)

Persons of Asian ancestry are found geographically spread unevenly throughout the United States; however, they are concentrated in the major metropolitan areas--90 percent live in urban areas. 5.

It is important to note that although the Asian Americans comprise 1 percent of the population nationally, in certain cities and metropolitan areas of the West Coast and North Eastern Regions, they comprise a percentage well above their national figure. For example, in San Francisco, 95,095 Asian Americans comprise 13.3 percent of the city population of 715,674; in Los Angeles--Long Beach metropolitan area, 213,335

Asian Americans comprise 3 percent of the metropolitan area's population of 7,000,000; in Honolulu, a city of 369,657 people, the Asian American population totaled 316,919 or 85 percent; and in Boston with a population of 641,053, over 15,000 or 2 percent were Asian Americans.6

In addition, there is a greater concentration of one or another group in certain metropolitan areas: the Japanese in Honolulu and Los Angeles/Long Beach areas; the Chinese communities tend to be larger in San Francisco, New York, Boston, and Chicago; the Filipino show a larger clustering in San Diego, San Francisco, and Norfolk,Virginia; and the Koreans in Los Angeles, New York City, Chicago, Maryland/Virginia/D.C. area and Pennsylvania.

The Asian Americans have been severely penalized by being wedded to the one percent national population parity despite the fact that, in certain major metropolitan areas, Asian American population far exceeds the one percent population percentage. It is essential, therefore, that equal opportunity staffing goals, grants, services and benefits take into account the population parity estimates of gateway cities (Honolulu, San Francisco, Los Angeles, Boston, etc.) where population projections through 1980 because of the phenomenal rise in immigrants show increases far beyond the present one percent national population parity. Unless this is done, unequal treatment in major health, welfare and employment concerns for Asian Americans will go unabated for the foreseeable future.

The Asian Americans have a special concern of the rapid rise of public resentment against the Indochina evacuees for they experienced the humiliating legislation that denied them the right to become citizens, the right to own land and imprisoned Japanese Americans in concentration camps in the 1940's. It would be tragic if the catastrophic events in Indochina were now to be followed by a misconceived humanitarian strategy. There should be no need to recite the American tradition of providing asylum for those who fear political persecution--we allowed refuge to 40,000 Hungarian freedom fighters, we welcomed 675,000 Cuban

refugees into this country after the Bay of Pigs, and we admitted 400,000 displaced persons in the wake of World War II.[7]

We are a nation of immigrants and the manner in which we treat the refugees in time of great stress will demonstrate to a large extent the true character of the American people. We cannot allow a transient economic difficulty to produce a lasting repudiation to this country's great tradition so nobly inscribed on the Statue of Liberty:

> "Give me your tired, your poor,
> Your huddled masses yearning to breathe free,
> The wretched refuse of your teeming shore,
> Send these, the homeless, tempest-tossed to me:
> I lift my lamp beside the golden door."

FOOTNOTES

1. DHEW, Office of Special Concerns, Office for Asian American Affairs, "A Summary of Asian American Problems," December 1974.

2. Cary McWilliams, Brothers Under the Skin (1st ed. Rev.; Boston, Massachusetts: Little, Brown & Co., 1964), p.90.

3. Bok-Lim C. Kim, "Asian-Americans: No Model Minority," Social Work, Journal of the National Association of Social Workers, Vol. 18, No. 3, (May 1973), p. 46

4. Louise Boggers, Journey to Citizenship, (U.S.: Funk & Wagnalls, 1967), p. 27.

5. U.S. Department of Commerce, Bureau of the Census, We the Asian Americans, June 1973.

6. U.S., Department of Commerce, Bureau of the Census, Census Data 1970 - Japanese, Chinese, Filipino.

7. Washington Post, April 25, 1975.

TABLE I

JAPANESE, CHINESE, AND FILIPINO POPULATION
United States and Selected States, 1970

JAPANESE	Japanese Population	Percent of Total Japanese Population in the United States
United States, Total	588,324	100.0
Hawaii	217,175	36.9
California	213,277	36.3
Washington	20,188	3.4
New York	19,794	3.4
Illinois	17,645	3.0
Colorado	7,861	1.3
New Jersey	6,344	1.1
Texas	6,216	1.1
Oregon	6,213	1.1
Ohio	5,896	1.0
Michigan	5,464	.9
Pennsylvania	5,417	.9
Other States	56,834	9.6

CHINESE	Chinese Population	Percent of Total Chinese Population in the United States
United States, Total	431,583	100.0
California	170,419	39.5
New York	81,903	19.0
Hawaii	52,583	12.2
Illinois	14,077	3.3
Massachusetts	14,018	3.2
Washington	9,376	2.2
New Jersey	8,755	2.0
Texas	8,083	1.9
Pennsylvania	7,097	1.6
Michigan	6,611	1.5
Maryland	5,961	1.4
Ohio	5,263	1.2
Other States	47,437	11.0

TABLE I (continued)

FILIPINO	Filipino Population	Percent of Total Filipino Population in the United States
United States, Total	336,731	100.0
California	135,248	40.2
Hawaii	95,680	28.4
New York	14,045	4.2
Illinois	12,335	3.7
Washington	11,488	3.4
Virginia	7,218	2.1
New Jersey	5,323	1.6
Other States	55,394	16.4

Source: U.S. Bureau of the Census, 1970

TABLE II

ASIAN POPULATION IN MAJOR SMSA
(Based on 1970 U.S. Census Data)

	Total
Honolulu, Hawaii	316,919
Japanese	169,078
Filipino	65,553
*Chinese	48,288
*Korean	34,000
Los Angeles - Long Beach, California	213,335
Japanese	104,078
Chinese	40,798
*Korean	35,000
Filipino	33,459
San Francisco - Oakland, California	171,627
Chinese	88,108
Filipino	44,056
Japanese	32,463
*Korean	7,000
New York, New York	120,901
Chinese	76,208
Japanese	17,066
*Korean	15,000
Filipino	12,627
Chicago, Illinois	49,768
Japanese	15,292
Chinese	12,653
Filipino	11,823
*Korean	10,000

*This figure was arrived at by using the estimates of the Korean Consulate General, statistics compiled by the Immigration and Naturalization Service, and the figures worked out by the Planning Committee of National Conference of Asian American Mental Health.

TABLE II (continued)

	Total
San Jose, California	31,189
Japanese	16,644
Chinese	7,817
Filipino	6,728
Seattle - Everett, Washington	28,667
Japanese	13,372
Chinese	7,434
Filipino	7,361
Sacramento, California	25,690
Japanese	11,804
Chinese	10,444
Filipino	3,442
San Diego, California	22,236
Filipino	14,721
Japanese	7,515
Boston, Massachusetts	15,948
Chinese	12,025
Japanese	2,530
Filipino	1,393

TABLE III

MINORITY POPULATION IN SELECTED STATES
(U.S. Census Data - 1970 Updated)

RACE OR COLOR	U.S. TOTAL	CALIFORNIA	NEW YORK	HAWAII	ILLINOIS	MASS.	WASH.	TEXAS
Whites	177,748,975	17,761,032	15,834,090	298,160	9,600,381	5,477,624	3,251,055	9,717,128
Blacks	22,580,289	1,400,143	2,168,949	7,573	1,425,674	175,817	71,308	1,399,005
American Indians	792,730	91,018	28,355	1,126	11;413	4,475	33,386	17,957
Japanese	591,290	213,280	20,351	217,307	17,299	4,393	20,335	6,537
Chinese	435,062	170,131	81,378	52,039	14,474	14,012	9,201	7,635
Filipinos	343,060	138,859	14,279	93,915	12,654	2,361	11,462	3,442
Hawaiian	106,760	14,338	1,194	71,375	708	305	1,324	937
Korean	96,927	15,756	6,607	8,656	3,673	1,318	1,738	2,090
Spanish American	9,294,509	3,101,589	872,471	23,276	364,397	64,860	70,734	2,059,671
Other	516,833	148,577	81,764	18,410	27,700	8,865	9,360	41,999
All Minorities	34,757,460	5,293,691	3,275,348	493,677	1,877,992	276,406	228,848	3,539,273

II. THE STEREOTYPING OF ASIAN AMERICANS AS "SUCCESS MODELS" HAS LULLED THE AMERICAN PUBLIC TO CONSIDER ASIAN AMERICAN CONCERNS AS SECONDARY TO THE PROBLEMS OF OTHER MINORITY GROUPS

A. Proposed Title VI Standards for State Agencies

The Office for Civil Rights, DHEW, has made the following proposal regarding dissemination of information to beneficiaries and the general public:

> "The inclusion of the State Agency's Title VI policy in all brochures, pamphlets, communications, etc., which are designed to acquaint potential beneficiaries and members of the general public with the State Agency's program and services. In those areas, which contain five percent or more Spanish-speaking persons, such communications shall be printed in Spanish as well as in English."

The omission of Asian Americans in this particular effort represents a disservice since they constitute a significant percentage of the population in many areas. It is essential that in those areas serving 5 percent or more Asian Americans, all communications be printed in the predominant Asian languages as well.

B. Funding and Special Projects

The complete exclusion of DHEW funding to Asian Americans in Continental U.S. during 1969 through 1971 (below) with only minimal funding prior to 1969 reinforces the urgent need for attention to provide equitable funding for programs vital to their needs:

Community Grant Projects, R & D Grants for the Aged

1969 - Total Funding $18.5 million

Minority Groups - $5,385,000.00

Asian American - 0

1971 - Total Funding $11 million

Minority Groups - $3,758,561.00

Asian American - 0

1970 - Total Funding $13.1 million

Minority Groups - $5,507,816.00

Asian American - 0

Training Grants

(Rehabilitation Services, Child Welfare, and Social Work)

1969

Minority Groups - $1,846,730.00

Asian American - 0

1971

Minority Groups - $1,532,792.00

Asian American - 0

1970

Minority Groups - $2,051,980.00

Asian American - 0

Unless the total funding for project grants and contracts to minority groups are substantially increased by DHEW, it is inevitable that funding for certain minority groups, e.g., Asian Americans and Native Americans will continue to be minimized and/or excluded. This represents a disservice to all minority groups since the funds allocated, in most instances, would represent a mere tokenism and, more importantly, it creates an unwholesome competitive atmosphere among minority groups for the scarce funding which, obviously, should be avoided for the benefit of all concerned.

C. Task Froces on Minority Concerns

One of the most comprehensive studies entitled "Service to the Public," Volumes 1, 2, and 3, was published by SSA September 1, 1971. Special study groups were established to review SSA services to the public with primary emphasis on service to minority groups and other disadvantaged persons, " . . . to determine how effectively and impartially the Administration is meeting its longstanding policies and objectives of ensuring that all persons are being made fully aware of their rights and are being assisted in obtaining them."[2] Although highly qualified Asian American SSA staff members were available, not a single representative was selected to the special study groups. It was not surprising, therefore, that while minority group concerns of the Blacks, Spanish-surnamed, and American Indians were given ample recognition with positive recommendations, Asian American needs and problems were completely ignored.

D. White House Conference on Aging

During the 1971 White House Conference on Aging, special concerns sessions were arranged for minority groups. Those included were Blacks, Spanish-speaking, and American Indians. "The decision to hold a Special Concerns Session for Asian Americans was made only 1 month prior to the conference and only because a special request was made by concerned Asian Americans.[3]

E. Bilingual Educational Needs

The benighted neglect towards the Asian educational needs was evidenced by the Emergency School Assistance Program whose definition of "minorities" (1971) included only Negroes, American Indians, Mexican Americans and Puerto Ricans. This has broad ramifications far beyond HEW agencies since the foundations, private and public agencies frequently use HEW guidelines. Indeed, this exclusion of Asian Americans among minority groups gives added weight to responsible funding groups that Asian Americans do not warrant serious consideration for their educational needs.

The recent Supreme Court decision on Lau vs. Nicholas (January 21, 1974) that, "the failure of the San Francisco school system to provide English language instruction to approximately 1,800 students of Chinese ancestry who do not speak English denies them a meaningful opportunity to participate in the public education program and thus violates S601 of the Civil Rights Act of 1964, which bans discrimination based 'on the ground of race, color, or national origin' in 'any program or activity receiving Federal financial assistance,' and the implementing regulations of the Department of HEW,"4 should have some profound impact with regard to the bilingual-bicultural educational needs for all Asian Americans, Spanish Speaking Americans, and Native Americans.

F. Asian American Staffing

The Department of Health, Education, and Welfare "does not administer any program or initiatives specifically directed at ensuring equal employment opportunities for Asian Americans. None of the DHEW regional offices nor headquarters employ personnel, Asian American or otherwise, to develop affirmative action plans for this group.[5] This has led to three major employment problems at DHEW: "underemployment, lack of promotional opportunities (particularly at administrative and management levels), and low employment in programs relevant to Asian consumer needs at both regional and headquarters level."[6]

G. Asian American Small Entrepreneurs

Asian American small entrepreneurs--Chinese, Japanese, Filipino, and Korean--have been ignored for business loans by the Commerce Department's Office of Minority Business Enterprise (OMBE), despite the fact that they are fighting survival problems in the major metropolitan areas. During the 6 years of operation, OMBE has made only two loans to Asian Americans--one in Los Angeles and one in San Francisco.[7]

The inroads of Japanese companies have led to misconceptions about the success of Asian Americans. For example, the recent opening of the 15 million dollar plant in Macon, Georgia, by YKK Indistries, Inc., the world's largest zipper manufacturer

was viewed by Americans with remarks such as "The Asians are doing very well, they plan to hire 500 Americans." This scene can be duplicated many times in Texas, New York, and California where Sony, Datsun, Suzuki Motorcycles, etc., have opened major plants.

What we need to make clear is that, "they fail to distinguish between Asian nationals and Asian Americans, who experience all the problems inherent to ethnic communities; lack of managerial talent, equity capital or the opportunity to get into growth industries."[8] A prime example is the ubiquitous Chinese Hand Laundry:

> "The past 3 years . . . rising rent costs, permanent press fabrics, laundromats, and competition from large commercial laundries have reduced our profits to zero and the total number of Chinese laundries from three thousand to a little over one thousand in the State of New York. This development raises serious questions about the capacity of the traditional family laundry to survive. If the current trend continues, two thirds of the remaining one thousand Chinese laundries will be closed . . . we request that the government provide us with a certain amount of funds to set up a training program for the Chinese Laundry Assistance which will prepare individuals and traditional family laundries to upgrade into dry cleaning, machine repairs, and other high paying opportunities in the laundry industry."[9]

H. Indochina Refugee Advisory Committees

In addition to establishing the Interagency Task Force, President Ford also formed two groups to aid in the resettlement of the Southeast Asian: The President's advisory Committee on the Refugee and the Vietnamese/Cambodian Advisory Group. Conspicuously absent from the Intergency Task Force and President's Advisory Committee is the

presence of any Asian American leader; the subsequent formation of the Vietnamese/Cambodian Advisory Group was to allay the concerns of Asian groups of the serious omission. The President's Advisory Committee has ably provided a favorable atmosphere where the refugees have found warm and cordial community receptions in most cases. The committee, however, did little to dispel the uncertainty that surrounds other plans aside from the present sponsoring system.

It is unfortunate that the leadership, talent, and resources of the Asian American communities have not been utilized, thus far, by HEW for the resettlement of the refugees. The dehumanizing internment into concentration camps (Japanese Americans), denial of citizenship because of race and the humiliating racial legislation, endured by Asian Americans are background, experience, and understanding Asian Americans can provide in the development of relevant programs to meet the immediate and long-range planning needs of the refugees.

SUMMARY

Although countless other examples could be cited, it is clear that the benighted neglect of the Asian Americans has permeated the entire structure of our governmental and social institutions. Suffice it to say, that this morass of misconceptions can no longer be tolerated and the time has come to recognize, without equivocation that Asian Americans are, indeed, a distinct minority group with its share of major social and economic problems.

FOOTNOTES

1. Letter to President Nixon, Japanese American Citizens' League, San Francisco, November 16, 1971.

2. Service to the Public, special study group report, Volume 1, SSA, September 1, 1971.

3. The Asian American Elderly (White House Conference on Aging, 1971), Washington, D.C.: U.S. Government Printing Office, 1972, p.2.

4. Memo: "Federal Activities and Programs," Office of Asian American Affairs, March 1974.

5. Juanita Lott, EEOC Annual Conference, Warrington, Va., Airlie House, "A Summary of Asian American Problems," June 1974.

6. Ibid.

7. Claudia Levy, "Asian-American Small Entrepreneur Relatively Ignored in Aid to Minorities," Washington Post, March 16, 1975 (F-2).

8. Ibid.

9. Testimony given at the U.S. Commission on Civil Rights by Chinese Laundry Association, Inc., N.Y., July 13, 1974.

III. DESPITE THE FACT THAT THE ASIAN AMERICANS ATTAINED LOWER MEDIAN INCOMES IN THE MAJOR METROPOLITAN AREAS, LOWEST AVERAGE PUBLIC ASSISTANCE INCOMES AND LOWER AVERAGE SOCIAL SECURITY INCOMES, THEY CONTINUE TO BE IGNORED IN THEIR EFFORTS TO RAISE THEMSELVES INTO THE ECONOMIC MAINSTREAM

A. Lower Median Incomes in Metropolitan Areas

One of the more prevalent myths is that the Asian Americans by virtue of hard work and steady advancement have achieved an income above that of the national average. A first glance at the 1970 U.S. Census seems to confirm this. In 1969, the national median income was $9,596.00; that year, the Japanese American families had a median income of $12,515; Chinese American families, $10,610; and the Filipino American families, $9,318.00.[1] However, a much more equitable analysis of Asian American income would result from viewing the 90 percent who live in the metropolitan areas. For example, Table I clearly reveals that a national median income in itself can distort the economic condition of the Asian Americans:

Table I

Median Annual Income of Persons 16 Years Old or Older with Income by Metropolitan Area, Race, and Sex (1969)
(Based on 20% Sample Data)

	White		Japanese		Chinese		Filipino		Negro		Spanish Origins*	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Los Angeles-Long Beach	$7,825	$2,994	$7,890	$3,582	$5,916	$2,883	$5,448	$4,152	$5,752	$2,905	$6,277	$2,694
San Francisco-Oakland	8,399	3,359	7,709	3,687	5,269	2,575	5,486	3,635	5,828	2,903	7,065	3,057
Seattle-Everett	8,413	2,784	7,859	3,105	5,215	2,806	5,286	3,281	6,011	2,978	8,009	2,642
Chicago	8,630	3,075	8,573	3,915	5,101	3,012	6,389	5,361	6,217	3,313	6,418	3,343
New York	7,897	3,162	8,339	3,962	4,352	3,143	6,124	5,950	5,667	3,439	5,371	3,178
Boston	7,515	2,696	**N/A	**N/A	3,823	2,468	**N/A	**N/A	5,220	2,938	5,669	2,770

Source: Subject Reports, U.S. Census Data 1970:
Japanese, Chinese, Filipinos in U.S. - PC(2)-1G
Persons of Spanish Origin - PC(2)-C
Negro Population - PC(2)-1B
Persons of Spanish Surname - PC(2)-1D

*Spanish Origin: Includes Mexican, Puerto Rican, and Cuban Origin.
**N/A - Not Available

Table I shows that the Chinese male median income was considerably lower than the White, Negro, and Spanish-origin in all the metropolitan areas except for Long Beach-Los Angeles; also, their

Median income for Boston ($3,823.00) and New York ($4,352.00) were the lowest median income recorded among all groups in 1969. The Filipino male median income was lower than the White, Negro, and Spanish-origin for all the metropolitan areas except for Chicago and New York. In contrast to the Chinese and Filipino male, the Japanese male exceeded the Negro and Spanish-origin male in all the metropolitan areas except Seattle-Everett, and in two instances, they exceeded the whites in New York and Los Angeles-Long Beach. The positive strides made by the Japanese male, however, is sharply countered by the elderly Japanese Americans who had the highest percentage of those who were receiving income less than poverty level in California and New York (see Section V on the Elderly Asians). Also, a special study showed that one-half of the Samoan families in California are in poverty. Thus, the Samoans may be the worst off among the Asian groups.[2]

B. Lower Average Social Security Incomes and Lowest Average Public Assistance Incomes

The 1970 Census indicates that the Japanese, Chinese, and Filipino families received lower social security income benefits than families of other races in California; the Chinese are conspicuous by attaining the lowest average social security income for families in U.S. Urban, California (San Francisco, Los Angeles) and New York (see Table II).

TABLE II

Mean Social Security Income for Families by Race: 1969

U.S. Urban	Social Security	Amount Difference	Percent Difference
White-	$1,709	$0	0
Japanese	1,498	-211	(-12.3)
Filipino	1,457	-252	(-14.7)
Spanish Heritage	1,417	-292	(-17.1)
Black	1,371	-318	(-18.6)
Chinese	1,310	-399	(-23.3)
California			
White	$1,697	$0	0
Spanish Heritage	1,472	-225	(-13.3)
Black	1,469	-228	(-13.4)
Japanese	1,427	-270	(-15.9)
Filipino	1,395	-302	(-17.8)
Chinese	1,291	-406	(-23.9)
San Francisco			
White	$1,738	$0	0
Spanish Heritage	1,631	-107	(- 6.1)
Black	1,530	-208	(-12.0)
Japanese	1,451	-287	(-16.5)
Filipino	1,395	-343	(-19.8)
Chinese	1,227	-511	(-29.4)
Los Angeles			
White	$1,652	$0	0
Filipino	1,536	-116	(- 7)
Black	1,474	-178	(-10.7)
Japanese	1,403	-249	(-15.1)
Spanish Heritage	1,363	-289	(-17.5)
Chinese	1,352	-300	(-18.1)
New York State			
White	$1,727	$0	0
Japanese	1,774	+ 47	(+ 2.7)
Filipino	1,626	-101	(- 5.8)
Black	1,603	-124	(- 7.2)
Spanish Heritage	1,508	-219	(-12.6)
Chinese	1,227	-500	(-29.0)

Source: U.S. Bureau of the Census, 1970 U.S. Census Population, General Economic and Social Characteristics PC(1)-C1, C6, C13; Subject Reports: Low-Income Areas in Large Cities PC(2)-9B.

Subject Reports: Japanese, Chinese and Filipinos in the United States PC(2)-16; "Operation Leap" Tabulation (unpublished).

Office of Special Concerns, DHEW, "A Study of Selected Socio-Economic Characteristics of Ethnic Minorities Based on 1970 Census, Vol. II: Asian Americans."

A quick glance at the low social security incomes of the Asian Americans in California (especially the Chinese) would tend to support the belief that Asian Americans would supplement their meager incomes by seeking public assistance benefits; however, contrary to this expectation, the Asian Americans as a group received the lowest average public assistance income for U.S. Urban, California (Los Angeles and San Francisco) and New York. (See Table III.)

This paradox can be largely attributed to the (1) cultural stigma of "shame" connected with receiving welfare assistance, (2) misconception of the new immigrants, foreign born, and the elderly that they are not entitled to welfare benefits, (3) lack of bilingual staff and bilingual/bicultural literatures informing participants of their eligibility to program benefits and services, and (4) the lack of "outreach" programs to make linkage with the minority communities.

TABLE III

Mean Public Assistance Income for Families by Race: 1969

U.S. Urban	Public Assistance	Amount Difference	Percent Difference
White	$1,305	$0	0
Spanish Heritage	1,708	+403	(+30.9)
Black	1,534	+229	(+17.5)
Filipino	1,358	+ 53	(+ 4.1)
Japanese	1,332	+ 23	(+ 1.7)
Chinese	1,245	- 60	(- 4.6)
California			
White	$1,395	$0	0
Black	1,788	+393	(+23.1)
Spanish Heritage	1,632	+237	(+17.0)
Japanese	1,292	-103	(- 7.4)
Filipino	1,273	-122	(- 8.7)
Chinese	1,174	-221	(-15.8)
San Francisco			
White	$1,420	$0	0
Black	1,783	+363	(+25.6)
Spanish Heritage	1,638	+218	(+15.3)
Japanese	NA	NA	
Filipino	1,273	-147	(-10.3)
Chinese	1,162	-258	(-18.2)
Los Angeles			
White	$1,421	$0	0
Black	1,811	+390	(+27.4)
Spanish Heritage	1,665	+244	(+17.2)
Chinese	1,399	- 22	(- 1.5)
Japanese	1,358	- 63	(- 4.4)
Filipino	1,045	-376	(-26.5)
New York State			
White	$1,806	$0	
Spanish Heritage	2,443	+637	(+35.3)
Black	2,207	+407	(+22.5)
Japanese	NA	NA	
Filipino	1,336	-470	(-26.0)
Chinese	1,320	-486	(-26.9)

NA - not available
Source: Similar to Table V

SUMMARY

There are ominous signs that in comparison with other races, the Chinese, Filipino, and Samoan will continue to occupy lower average income in major metropolitan areas; similarly, we can assume that the Japanese, Chinese, and Filipino will continue to receive lower average public assistance and social security incomes when the 1980 Census is tabulated due to : (1) gross underutilization of the skilled/professional workers; (2) severe competition for job opportunities in inner cities; (3) language and cultural barriers in seeking benefits and services; and (4) discrimination historically associated with Asian immigrants.

With the projected phenomenal rise in immigration, only a further worsening of job opportunities beyond 1980 can be foreseen unless steps are taken immediately to remedy the situation. It requires equitable funding to train and upgrade Asian Americans for marketable skills; expansion of job opportunities in the trades, public and private agencies; funding to small business entrepreneurs; and expansion of bilingual/bicultural training programs.

The inclusion of Asian Americans in these critical areas of concern will provide positive results to enable them to become part of the mainstream of our economic life and enjoy the fruits of their labor.

FOOTNOTES

1. U.S. Department of Commerce, Bureau of the Census, We the Asian Americans, June 1973.

2. DHEW, Office of Asian American Affairs, A Summary of Asian American Problems, 1972.

IV. ASIAN AMERICANS ARE SUFFERING A DISPROPORTIONATE PERCENTAGE OF TUBERCULOSIS IN SAN FRANCISCO AND THE CHINESE ATTAINED HIGHER MENTAL ILLNESS HOSPITALIZATION RATES IN CALIFORNIA

A. Lack of Adequate Health Data on Asian Americans

Because of the isolated and limited health data regarding the Asian Americans, it is difficult to make an adequate presentation of the health concerns of the Japanese, Chinese, Filipino, and Koreans. The Federal, State and local sources have not, in most instances, utilized the designation of "Asians" for the collection of health data; they are more frequently grouped under "other" which affects the gathering of relevant data so desperately needed for research purposes. There are, however, some excellent health data on the Asian American from the State of California; namely, tuberculosis and mental illness.

B. Tuberculosis Among Asian Americans

The recently published report by the City and County of San Francisco, Department of Public Health, on cases of tuberculosis among the Asian Americans revealed some startling facts: the Filipinos had a TB rate slightly over four times that of the general population; the Chinese, two times greater; the blacks were approximately the same; and the TB rate of the Japanese was slightly below that of the general population.

New Cases of TB Among San Francisco Residents - 1973[1]

	Estimated Population	Rates Per 100,000 Population
Total - San Francisco	681,200	45.2
Filipino	27,100	173.4
Chinese	61,400	97.7
Negro	97,800	44.0
Japanese	11,800	33.9
American Indians	3,200	31.0

Of the 47 and 60 cases of TB reported for the Filipino and Chinese, respectively, the largest percentage (20 percent) occurred among the males 70 and older for both groups.

In contrast to the extremely high reported TB cases among the Filipino and Chinese, the Japanese showed the highest death rate closely followed by the Chinese and Filipino:

TB Death Rate, 1973, San Francisco[2]

	Estimated Population	Rates Per 100,000 Population
Total - San Francisco	681,200	2.9
Japanese	11,800	8.5
Chinese	61,400	8.1
Filipino	27,100	7.4
White	467,500	2.1
Negro	97,800	2.0

The reported active cases of TB and the death rate among the Asian Americans provide strong indications of conditions which have been historically associated with TB--overcrowded living conditions, inadequate nutritious food, long working hours in "sweat shops," stressful situations due to economic and social instability, etc.

C. Mental Illness Among the Chinese Americans in California

Mental illness among the Asian Americans has not surfaced for any serious discussion since it has been assumed by the general public that Asians, because of strong family ties, have an unusually low rate of mental illness as compared to the other ethnic groups.

A recent study (Table I below) conducted by Beck and Hirata examined the trends in mental hospital commitments among the Chinese in California over the past one hundred years, and they concluded that the myth of low rates of mental illness commitment among the Chinese is not supported by their findings:[3]

TABLE I

ALL ADMISSIONS, GENERAL POPULATION AND CHINESE, TO CALIFORNIA STATE HOSPITALS FOR THE MENTALLY ILL (1855–1955)

	Admissions for Stated Periods		Decennial Pop. 15 yrs. & over[b]		Annual Avg. Rate per 100,000 Pop. 15 yrs. and over		Percentage Chinese Admis.	Percentage Chinese Pop. 15 yrs. & over
	Total[a]	Chinese	Total	Chinese	Total	Chinese		
1855–65	2636	76	291803	34495	82.1	20.0	2.9	11.8
1866–75	4601	166	377953	47470	121.7	34.9	3.6	12.6
1876–85	7186	263	600253	71675	119.7	36.6	3.7	11.9
1886–95	10234	326	870790	68506	117.5	47.5	3.2	7.9
1896–05	12541	288	1085048	41808	115.5	68.8	2.6	3.9
1906–15	21885	160	1825392	32167	119.8	49.7	0.8	1.8
1916–25	36179	232	2602160	24419	139.0	95.0	0.8	0.9
1926–35	45917	356	4368625	27528	105.1	129.3	0.8	0.8
1936–45	70235	466	5540086	29982	126.7	155.4	0.7	0.5
1946–55	128800	621	7986651	43731	161.2	142.0	0.5	0.6

[a]Figures for 1855–1880 computed from the 1880 census; for 1881–1889 from the 1890 census; for 1890–1904, and 1910 from U.S. Bureau of the Census: Insane and Feeble-minded in Hospitals and Institutions, 1904 and 1910; for 1907–08, 1911–14, 1916–18 from the Biennial Reports of the California State Board of Charities and Corrections. Figures after 1921 computed from California State Department of Institutions and Department of Mental Hygiene reports.

[b]Computed from U.S. decennial census reports. Figures do not include age unknowns.

Table I shows that while the rate of commitment in the general population doubled during the 100-year period, the Chinese suffered a sevenfold increase. Also, "the increase in ratio of commitments was not uniform within the group, in that males, the aged, and foreign born experienced substantially greater increases in risks of commitment than females, the young, and native."[4]

A further analysis of the mental illness (Table II) among the ethnic groups in California for 1950-1964 showed a convincing result of the extent of mental illness among the Chinese in California.[5]

TABLE II

California Hospital Residents by Ethnic Group for the Mentally Ill for Selected Years

	Group (rates per 100,000*)					
Year	Japanese	Caucasian	Mexican American	Indian	Chinese	Negro
1950	216	300	188	356	535	364
1960	225	242	83	187	376	299
1964	198	213	74	174	361	296

Source: From California State Department of Mental Hygiene, Bureau of Biostatistics.

*Rate for 1964 based on 1960 population.

Hospitalization rates among various ethnic groups in California for 1950, 1960, and 1964 (Table II) provide some interesting comparisons. The trend away from hospitalization in California mental institutions is seen in that all 1964 rates are lower than for 1950. The Chinese hospitalization rates are the highest of all groups; the Mexican figures indicate a relatively low hospitalized population.

Thus, what these data seem to reflect "is a change in the source of social control for the Chinese in the U.S., and their gradual involvement with formal agencies of social control. This process may also have involved different segments of the Chinese communities, such as the aged or foreign born who possessed fewer skills or resources to cope with their changed social conditions or who stood out more conspicuously as being less integrated into American culture. Conversely, Chinese women, largely remaining in the home, were less visible; therefore, not so conspicuously less integrated."[6] It would be interesting to find to what extent the Chinese in New York are facing similar commitments into mental institutions.

SUMMARY

Although the data has been limited to California, the findings are sufficient to dispel the myth that Asian Americans "take care of their own" when crises in either physical or mental health occur.

Because of the dearth of Asian American clinical psychologists and psychiatrists; the hidden nature of mental illness among the Japanese; the highest hospitalization rate of mental illness among the Chinese in California; the highest rate of TB among the Chinese and Filipino in San Francisco; and the highest TB death rate among the Japanese, Chinese, and Filipino in San Francisco, Federal, State, and local health agencies should take affirmative steps to combat the general apathy regarding the Asian American health concerns.

Metropolitan areas with large Asian American populations should include "Asians" among the minority groups in the collection of health data so that a clear assessment can be made to determine to what extent Asian Americans are suffering disproportionate percentages of physical and mental disabilities as evidenced in California.

FOOTNOTES

1. Reported TB Cases, Deaths and Rates Per 100,000 Estimated Population by Type of Disease and Ethnic Group, San Francisco Residents, 1973, City and County Department of Public Health, San Francisco.

2. Ibid.

3. Bernard B. Beck and Lucie Cheng Hirata, "Mental Illness Among the Chinese: Myth or Reality?", Journal of Social Issues, Vol. 29, 1973.

4. Ibid., p. 161.

5. Harry H.L. Kitano, Japanese American Mental Illness, March 1966, NIMH Grant M-łlll2.

6. Beck and Hirata, p. 165.

V. THE ASIAN AMERICAN ELDERLY IN THE MAJOR METROPOLITAN AREAS ARE FACING SERIOUS SURVIVAL PROBLEMS DUE TO A HISTORY OF RACISM, EVACUATION INTO CONCENTRATION CAMPS, DENIAL OF CITIZENSHIP AND JOB OPPORTUNITIES

A. Poverty Status of Asian American Elderly

There were approximately 98,000 elderly Asian Americans (Japanese, Chinese, and Filipino) in 1970.[1] There are strong indications that the majority of them are suffering the same survival problems as their counterparts in the areas of income, housing, employment, and health. Unlike the other aged Americans, however, their problems are compounded by the language barrier, past and recent exploitation and injustices and misconceptions that pervade the society at large. An example of the misconception was described as follows:

> This emasculating myth that discriminates against Asian American elderly is that Asian American aged do not have any problems, that Asian Americans are able to take care of their own, and that Asian American aged do not need or desire aid in any form. Such assertions, which are generally accepted as valid by society, are false. A quick look at Asian American communities would verify that they do indeed have problems and the problems in many respects are more intense and complex than the problems of the general senior citizen population. When the Asian American suicide rate in certain areas is three times the national average, when 34 percent of Asian American aged who were studied have never had a medical or dental examination, it should be obvious that the problems facing Asian American aged are overwhelming to the point that it is impossible for Asian American aged to look only to their families for help.[2]

The full appreciation of the economic plight of the elderly Asians is revealed in Tables I & II below:

Table 1

Poverty Status in 1969 of the Negroes, Spanish-Surnamed and Spanish Speaking, Japanese, Chinese and Filipino for Those 65 Years and Over by Urban Residence in California and New York

California-Urban* (Based on 20% Sample)

Income Less Than** Poverty Level	Negroes	Spanish-Surnamed	Japanese	Chinese	Filipino
Total Persons	322,588	318,633	14,338	21,351	16,525
Percent 65 Years and Over	5.8	5.8	15.4	13.1	9.6

New York-Urban* (Based on 20% Sample)

Income Less Than** Poverty Level	Negroes	Spanish-Surnamed	Japanese	Chinese	Filipino
Total Persons	490,481	340,124	1,915	13,068	1,694
Percent 65 Years and Over	7.1	2.8	26.7	16.5	15.2

*Urban: Comprises all persons living in urbanized areas and in places of 2,500 inhabitants or more outside urbanized areas.

**In 1969, $3,743.00 for a family of four was considered poverty level income.

Source: U.S. Bureau of the Census, 1970 Census of Population: General Social and Economic Characteristics, United States Summary, PC(1)-C Series, by State Detailed Characteristics, United States Summary, PC(1)-D Series, by State Subject Reports: Persons of Spanish Origin, PC(2)-1C, American Indians, PC(2)-1F Japanese, Chinese, and Filipinos in the United States, PC(2)-1G

The elderly Japanese showed the highest percentage of those 65 years and older who were living on income less than poverty level among minority groups in California and New York based on "Total Persons". In California, the elderly Japanese living in poverty was 15.4 percent which was three times greater than the blacks (5.8 percent) and the

Spanish-surnamed (5.8 percent); in New York their percentage was even higher--26.7 percent which was almost four times greater than the blacks (7.1 percent) and nine times greater than the Spanish-speaking (2.8 percent).

For the Chinese and Filipino their percentages were also substantially higher than the Negroes and Spanish-surnamed for California and New York (Urban).

Table II

Poverty in 1969 of the Negroes, Spanish-Surnamed, Puerto Ricans, Japanese, Chinese, and Filipino for those 65 years and Over for California and New York.

California (Based on 20% Sample)

	Negroes	Spanish-Surnamed	Japanese	Chinese	Filipino
Total # 65 and Over	68,770	93,764	15,081	10,652	9,447
Total #65 and Over in Poverty	19,574	20,352	2,626	2,838	1,907
% in Poverty 65 and Over	28.4	21.9	17.4	26.6	20.0

New York (Based on 20% Sample)

	Negroes	Puerto Ricans	Japanese	Chinese	Filipino
Total # 65 and Over	112,720	23,757	1,954	5,615	904
Total # 65 and Over in Poverty	35,269	7,352	529	2,163	264
% in Poverty 65 and Over	31.0	32.2	27.0	38.5	29.0

Source: U.S. Bureau of the Census, 1970 Census of Population: General Social and Economic Characteristics, United States Summary, PC(1)-C Series, by State Detailed Characteristics, United States Summary, PC(1)-D Series, by State Subject Reports: Persons of Spanish Origin, PC(2)-1C
Puerto Ricans in the United States, PC(2)-1E
American Indians, PC(2)-1F
Japanese, Chinese, and Filipinos in the United States, PC(2)-1G

Based on the "Total #65 and over" for each ethnic group, the percentage in poverty 65 and over for the Chinese in California was 26.6 almost equal to the Negroes (28.4) while the Japanese (17.4) and Filipino (20.0) were slightly below the Spanish-surnamed (21.9); in New York, the Japanese (27.0) and Filipino (29.0) were close to the Puerto Rican (32.2) and Negroes (31.0) while the Chinese showed the highest percentage (38.5).

B. Background of Racist Legislation Against Asian Americans

The economic plight of the elderly Asian Americans can be attributed for the most part to discrimination of the worst kind, that which was codified in law, and it is difficult to recall the intensity and unyielding feelings directed against a minority group. The following are some of the significant racist legislation that hampered the economic well-being of the elderly Asians:

Chinese

Foreign Miner's Tax

From 1850 to 1870, California levied a foreign miner's tax. This tax was collected almost exclusively from Chinese miners who, during the first 4 years of the tax, had to pay 50 percent of the total revenue obtained from mines and during the next 16 years, 98 percent. The legality of this tax was challenged and it was repealed; however, reenacted several times during the 20-year period.[3]

Chinese Exclusion Act--1882

This act prohibited immigration of Chinese and wives of Chinese residents already in the United States for a period of 10 years. It effectively limited the formation of Chinese families and the development of a viable Chinese community. The current plight of unattached, lonely, poverty-stricken old men in Chinatown slum dwellings is a consequence of this and subsequent acts that retained the exclusion feature. The 1882 Act also excluded Chinese immigrants from becoming naturalized citizens and introduced the category "Alien Ineligible for Citizenship," which was used to raise further barriers to other civil rights and privileges. The Japanese, Filipinos, and other Asians were later added to this category.[4]

Japanese

The Alien Land Law

As the Japanese reclaimed unwanted land, made it productive, and increased their acreage, alarmed Californians passed the Alien Land Law in 1913 which prevented the aliens from further purchase of land and confining of leases to 3 years. The obvious loophole of assigning ownership to children citizens was closed by the 1920 Alien Land Law. Similar laws were passed in almost all the Western States.[5]

Filipino

Filipino Exclusion Act of 1934 and Exploitation

Violet Rabaya observed that the Filipinos protested the long hours, poorer board and subhuman accommodations with organized strikes. These actions erupted into riots which in turn prompted the enactment of the Filipino Exclusion Act of 1934. This Act, more commonly known as the Philippine Independence Act or the Tydings-McDuffie Law, limited the Filipino immigration quota to the United States to a mere 50 persons a year.[6]

Congressman Glenn Anderson of California while addressing the U.S. Congress on the creation of the Cabinet Committee for Asian American Affairs declared:

> Filipinos were brought to America in order to meet an acute need for cheap farm labor and, like his Asian brothers--the Japanese and Chinese--he was subjected to exploitation. In the 1920's as the depression

approached and the competition for jobs increased, an anti-Filipino feeling developed which resulted in riots against the Filipino in Watsonville, Exeter, and Tulare, California; Yakima in Washington.[7]

C. Concentration Camps for Persons of Japanese Ancestry

In 1941, following the Japanese bombing of Pearl Harbor, 110,000 persons of Japanese ancestry were deprived of their sacred constitutional rights by being evacuated from the West Coast and herded into concentration camps in the hinterlands. The citizens and aliens of German and Italian backgrounds were never confronted with such drastic measures in the Eastern or the Western States.

The inflammatory remarks from men in power reflected the anti-Japanese feelings on the West Coast and reawakened the stereotyping of Asians as the "yellow menace":

> Senator Tom Steward (Tennessee): "The Japanese are among our worst enemies. They are cowardly and immoral . . . . A Jap is a Jap anywhere you find him and his taking the oath of allegiance to this country would not help. They do not believe in God and have no respect for the oath."[8]
>
> California Attorney General Earl Warren: "There is more potential danger among the group of Japanese who are born in this country than from the alien Japanese."[9]
>
> Western Defense Commander, General George DeWitt: " . . . . racial affinities are not severed by migration. The Japanese race is an enemy race, and while many second and third generation Japanese are born on United States soil, possessed of United States citizenship, have become 'Americanized,' the racial strains are undiluted. It therefore follows that along the Pacific Coast over 112,000 potential enemies of Japanese extraction are at large today."[10]

In 1945, the detention in concentration camps had been declared unconstitutional by the Supreme Court, the Japanese returned to their homes on the West Coast while others relocated throughout the East and Midwest. "From 1950-1965, claims were made by the evacuees to the Federal Government for losses sustained in the move. The total amount paid out for these claims was 38 million dollars; the Federal Reserve Bank of San Francisco estimate of these losses was 400 million--a settlement of less than an inflated 10 cents on the dollar. If one totals up the evacuees' loss of property and income, the cost of evacuation and detention, the costs of adjudication, the loss of manpower during the war-shortage years, it was not only a billion-dollar tragedy but America's worst wartime mistake."[11] Ironically, there had not been a single case of espionage or sabotage by the Japanese residents on the West Coast or Hawaii.

At the time of their release from the concentration camps, the median age of the ISSEI (1st generation Japanese) was 50 years; however, the fruits of his most productive years on the farms and in business had been destroyed by the long incarceration. For the majority, it was as if they were to begin life as new immigrants once more. It was, indeed, both financially and psychologically a devastating and traumatic experience that convinced them that the land of opportunity was not meant for those of Asian background. Many Japanese American mothers bore a double burden--the personal hardship of the concentration camp and the loss of a son in U.S. military services.

D. Denial of Citizenship to 1st Generation Asians

It is shocking to find that the 1st generation Asians were ineligible by law to become citizens of the United States until December 1943 for the Chinese, July 1946 for the Filipino and December 1952 for the Japanese. For the non-Asian immigrants, the general requirement for becoming a naturalized citizen was to be lawfully admitted for permanent residence and to reside in the U.S. for at least 5 years. As aliens, 1st generation Asians were not allowed to vote or run for most of the public offices. Above all, they were subjected to the harsh restraints of the Immigration and Naturalization Act.

The denial of the sacrad right for citizenship, the threat of deportation, the denial of the right to own property, the lengthy incarceration in concentration camps, and the Exclusion Acts took its toll--it led to a feeling of distrust and fear of government, helplessness, and a sense of vulnerability and powerlessness which alienated them from the society at large.

The 1st generation Asian Americans are now old and because the demand for ethnic aged care facilities far exceeds the supply, many elderly Asians "at the time of life that--according to his upbringing--would bring him respect, leisure, and attention, now lives in isolation and fear. If he needs long-term care and does not have ethnic facilities available,

he will probably be placed in an institution without personnel who speak his language; he will be treated by a physician who understands neither his culture nor his speech; he will eat unfamiliar food; and he may find no one else with whom he can converse or share his thoughts."[12] Despite his earlier training for filial piety, he has reluctantly come to realize that "in a society where the rewards for achievement and productivity accrue to the individual rather than to the family or group, and where future potential is more important than past accomplishments in evaluating the worth of a person, the wisdom and the accomplishments of the elderly were perceived as irrelevant or were forgotten or ignored."[13]

SUMMARY

After making such extended and effective efforts to limit the Asian American's earning capacity and ability to participate in social services, it is difficult to understand the failure of public and private agencies to recognize the fruits of these efforts. It is hardly logical to deprive an individual of property and income during his productive years and expect him to provide for himself during his old age; nor is it reasonable to expect a person who has been denied or discouraged from seeking his legal rights during his youth and middle age to seek out those services that are his by right due to his age or infirmity. Since this country in the past has by law made greater efforts to deny Asian Americans their natural and constitutional rights, it is incumbent that greater and more humane treatment be undertaken to recitfy these gross inequities.

FOOTNOTES

1. U.S., Department of Commerce, Bureau of the Census, Census Data, 1970.

2. The Asian American Elderly (White House Conference on Aging, 1971), Washington, D.C.: U.S. Government Printing Office, 1972, p.2.

3. Bok-Lim C. Kim, "Asian-Americans: No Model Minority," Social Work, Journal of the National Association of Social Workers, Vol. 18, No. 3, May 1973, p.47.

4. Ibid.

5. Asian American Advisory Council, Report to the Governor on Discrimination Against Asians, State of Washington, June 30, 1973, p.2.

6. Violet Rabaya, "Filipino Immigration: The Creation of a New Social Problem," Roots: An Asian American Reader, ed: Amy Tachiki et al, UCLA Asian American Studies, 1971, p. 191, mentioned in Morales, F. Royal, Makibaka, The Pilipino American Struggle, (Los Angeles, Calif.: Mountainview Publishers, 1973), p.48.

7. Honorable Glenn Anderson, Congressional Record, December 13, 1971.

8. Bill Hosokawa, Nisei, The Quiet Americans (New York: Wm. Borrow & Co., 1969),p. 281.

9. Ibid., p. 295.

10. Ibid., p. 260.

11. Asian American Advisory Council, Report to the Governor on Discrimination Against Asians, State of Washington, June 30, 1973, p. 8.

12. "Asian Americans: A Success Story?", The Journal of Social Issues, Vol. 29, No. 2, UCLA, Los Angeles, Calif., 1973, p. 206.

13. Ibid., p. 201.

VI. THE ASIAN AMERICANS, NATIVE AMERICANS, AND SPANISH SPEAKING AMERICANS HAVE BEEN SUBJECTED TO DIFFERENTIAL TREATMENT IN SERVICE DELIVERY IMPAIRING THEIR PARTICIPATION TO SEEK-OUT PROGRAM BENEFITS AND SERVICES

The general public has accepted the image of the United States as the great "melting pot," providing the opportunity for immigration, assimilation, and economic security. For those of German, English, Irish, Jewish, and Italian backgrounds--the so-called white ethnics--this was indeed the case. But when it comes to those who are variously characterized as "people of color," "third world people" or "minorities who do not fit," there are, what Stienfield called, some obvious "Cracks in the Melting Pot" theory.[1]

Members of minority groups--Asian, Blacks, Mexican Americans, and Native Americans--have not been assimilated into the American mainstream. In the United States two groups have been defined, white and nonwhite. A boundary between these groups exists on a horizontal plain. The whites occupy the "superior" position while the nonwhites occupy the "inferior" position--lack of access to power and wealth, tangible evidences of inferior education, housing and services, lack of job opportunities, etc.[2]

Because of this societal structuring (with its inherent program inequities), the minority groups have brought attention to those in government who have compliance, equal opportunity , and service delivery responsibilities, the urgent need to reorder program priorities to include bilingual staff, bilingual information, outreach/escort, utilization of indigenous staff (Native Americans), and referral services. In this regard, special attention should be

directed but not limited to those segments within the minority communities which harbor individuals and families with major social and economic problems.

1. The large percentage of foreign born in the United States among the Asian Americans (Chinese - 47.5 percent, Filipino - 53.1 percent, Korean - 75 percent, Japanese - 21 percent); Spanish Speaking (Cuban - 81.5 percent, Mexican American - 18 percent, Puerto Rican who, although are not foreign born, nevertheless are disadvantaged with serious language problems and lack of job opportunities - 56.7 percent).[3]

2. Reservation Indians whose serious health and welfare problems remain a blemish on our treaty commitments.[4]

3. The large percentage of female headed black families (27.6 percent) and female headed Puerto Rican families (24 percent) in inner cities whose social and economic crises remain a national concern.[5]

4. The aged Asian Americans whose poverty status is highest among minority groups.[6]

Title VI of the Civil Rights Act of 1974 and the Departmental Regulation, DHEW, 45 CFR Part 80.3(b)(2) prohibits the operation of any federally-assisted program in a manner which has "the effect of subjecting individuals to discrimination because of their race, color, or national origin or [has] the effect of defeating or substantially impairing accomplishment of the objectives of the program as respects individuals of a particular race, color, or national origin." In this connection, the following Office for Civil Rights, DHEW findings (November 1973) on the Title VI compliance status of California Welfare Agencies addresses itself to the major problems of differential treatment in service delivery:

> Spanish-surnamed and Asian persons have been subjected to unequal treatment in the delivery of public assistance benefits and social services not because of a lack of eligibility or legal entitlement to benefits and services,

but because of their national origin. Because of these clients' language and culture, their limited knowledge of the English language, and the failure of both State and County Welfare Departments to adequately take account of these characteristics, such clients frequently received inferior treatment and services. County departments failed to utilize staff with an understanding of the culture of, and with language skills necessary to communicate effectively to non-English-speaking persons.

A similar pattern of inadequate bilingual staffing with regard to Asian clients occurred in several district offices in Los Angeles County. For example, in the Metro North Adult District Office, data supplied by staff in questionnaires indicated that of 231 current Japanese eligibility cases, 131 or 56.7 percent had primary language skills in Japanese, and that of 558 current Chinese eligibility cases, 393 or 70.4 percent had primary language skills in Chinese. According to data supplied in the questionnaires, only 32 (11 Japanese and 21 Chinese) of these 524 non-English-speaking clients were served by a bilingual eligibility worker. County-wide data related to service to Asian clients by the Adult District Office showed that of 334 (of 779 total) Japanese clients with primary language skills in Japanese, only 62 or 18.6 percent were served by a bilingual worker; and that of 502 (of 838 total) Chinese clients with primary language skills in Chinese, only 22 or 4.4 percent were served by a bilingual worker.

The failure of the county departments to provide linguistically competent initial client contact staff, i.e., telephone operators and receptionists, resulted in Spanish-speaking potential clients receiving markedly different treatment than other potential clients. Spanish-speaking clients have often been told to come back at another time, which imposes greater time delays, more required visits to the department's office and, as a result, the additional burdens of child care, transportation, and expenses. Spanish-speaking clients have also been told to come back with a child or neighbor who could translate, thereby deterring them from returning because of an understandable reluctance or refusal to have to disclose to children, neighbors, and acquaintances private information which the welfare department, by its own criteria, rightfully regards as highly personal and confidential. Spanish-speaking clients have also been asked to wait long periods of time in order for a translator to be located and have, in many instances, been

> confronted with a breakdown of communication, thereby deterring enrollment or causing hardships not suffered by nonminority clients. (Office for Civil Rights in San Francisco reported similar experiences for Asian Americans.)
>
> Our review of the eight county welfare offices also revealed that little effort had been made to allocate currently available Spanish-speaking, Japanese-speaking, and Chinese-speaking staff so as to reduce as much as possible the number of non-English speaking public assistance cases unserved by bilingual staff.*

The recent U.S. Commission on Civil Rights Report on the Native Americans was replete with similar conclusions of differential treatment in health services and the delivery of health care, including the following: "long waiting periods, indifferent and disrespectful treatment by professional staff, severe transportation problems, inadequate facilities, unsettled issues of eligibility, low level employment status of the vast majority of Indian personnel, absence of Indian supervisors, and low employee morale."[7] These major problems are compounded by the (1) confused jurisdictional authorities between Federal, State, County, and Tribal governments; (2) unclear legislation regarding the status of reservation and nonreservation Indians; (3) conflicting desires of Indians to retain the protective umbrella provided by the Federal Government while at the same time advocating independence, and other political, social, economic, and attitudinal factors.[8] These findings serve to focus on the manner in which minority groups are subjected to differential treatment in service delivery.

*The Office for Civil Rights DHEW, Region IX, reports that since the compliance findings, November 1973, positive strides have been made by the State of California.

Service Delivery for Asian Americans

One of the most pertinent studies on service delivery for Asian Americans was conducted by Dr. Ivy Lee, "A Profile of Asians in Sacramento," September 1973, under a grant from HEW. A representative sample of 302 Asian families (148 Chinese, 102 Japanese, and 52 Filipino) were included in the study. The following tables and findings clearly revealed the efficacy of the bilingual-bicultural workers, the need for cultural awareness and the willingness and receptivity of Asians in Sacramento to enlist the support of their ethnic groups to work toward a common goal of improving service delivery.

TABLE I[9]

Presence of Asian Worker by Ethnicity

Would you be more likely to use their services if there is a member of one's ethnic group working in these organizations?

	Chinese	Japanese	Filipino
Yes	85%	72%	72%
No	7%	19%	15%
Don't Know/ Not applicable	8%	9%	13%
Total	100% (n=226)	100% (n=153)	100% (n=82)

A conclusion that can be drawn from these data is that if a service organization is to reach that segment of the population it purports to serve, then bilingual services should be provided and made known to Asians.

TABLE II[10]

Willingness to Work with Other Asians in Organizing and Operating Neighborhood Self-Help Groups by Ethnicity

	Chinese	Japanese	Filipino
Very willing	4%	4%	16%
Willing	44%	23%	46%
Neutral	13%	29%	23%
Unwilling	16%	14%	1%
Very unwilling	6%	1%	0%
Don't know	5%	26%	14%
Unwilling for reason	12%	3%	0%
Total	100% (n=226)	100% (n=153)	100% (n=82)

As can be seen from the table, in each group, the proportion of people who are willing or very willing far outweighs the proportion who are unwilling or very unwilling. From the data, it can be gathered that the potential for organizing the Chinese, Japanese, and Filipino exists for they are aware of their community problems and are willing to do something about it.

While the data were limited to Sacramento, the findings substantiate the Asian American concerns strongly expressed during the State Advisory Committee on Civil Rights Hearing on Asian Americans in Los Angeles and New York and at numerous Asian American conferences.

Dr. Lee's study reinforces the salient point that if meaningful results are to be achieved, four basic elements must be incorporated in service delivery to reach the Asian Americans:

1. Bilingual-bicultural staffing to provide culturally relevant services and to reflect the minority community served. In view of the substantial new immigrants from the Philippines, Korea, and China, special attention should be given to drastically improve the dearth of Korean, Filipino, and Chinese workers, especially in Region IX, San Francisco; Region X, Seattle; and Region II, New York.

2. Bilingual literatures are vital tools to link and inform the large segment of the foreign born with regard to the current services and benefits, since they represent more than 50 percent of the Filipino and Korean population and nearly 50 percent of the Chinese population in the metropolitan areas.

3. Cultural Awareness Training - The absence of any form of agency provided cultural awareness training has been a major factor in the current lack of delivery and differential delivery of benefits and services to the Asian American communities. Because an awareness and sensitivity to the cultural background of clients has a direct bearing on whether and how services and benefits should be delivered, it is extremely important that the training of client contact, supervisory personnel, and top staff include Asian Americans as a unique minority group.

4. Outreach Program - SSA and other major DHEW agencies are, in general, in the infancy stage with regard to outreach program activities, especially toward Asian American communities. Examples of positive outreach efforts are: (1) the identification and utilization of community resources with excellent "track record" in assisting Asian Americans since accessibility and mobility to service agencies is limited; (2) the implementation of "pilot" programs such as the opening on Sundays of the Social Security's Chinatown contact station with bilingual-bicultural staff; (3) utilization of community organization specialist and volunteer bilingual-bicultural workers; (4) evening programs with church groups and necessary followup to achieve results, etc.

SUMMARY

People of color are not only subjected to differential treatment in service delivery, they are a conglomerate of many discrete people requiring vastly new and often different approaches to overcome major obstacles of their language, cultural barriers and discrimination deeply rooted in American history.

In order to improve the agency's mission to serve the "hard to reach," national projects should be targeted to the Asian Americans, Native Americans, Spanish Speaking, and Blacks to identify, test, and assess the variety of techniques that may be significant to the mobilizing of minority participation with a view that successful models might be replicated ultimately in other regions.

Affirmative Action Plans, goals and timetables, outreach efforts, and service to the public are predicated on substantial evidence that differential treatment in service delivery among minorities is not just a relic of the repudiated past; it still exists and it creates untold hardship among those who should be receiving their rightful share of benefits and services. Affirmative action to overcome differential treatment in service delivery demands not policy statements but results.

FOOTNOTES

1. Melvin Stienfield, Cracks in the Melting Pot: Racism and Discrimination in American History (Beverly Hills, Calif: Glencoe Press, 1970).

2. Roger Daniels and H. L. Kitano, American Racism: Exploration of the Nature of Prejudice (Englewood Cliffs, New Jersey: Prentice Hall, Inc., 1970).

3. U. S. Department of Commerce, Bureau of the Census, Special Tabulation Public Use Sample Data, U.S. Census Data, 1970; A Study of Selected Socio-Economic Characteristics of Ethnic Minorities Based on the 1970 Census, Vol. 1: "Americans of Spanish Origin," Office of Special Concerns, DHEW; General Social and Economic Characteristics, U.S. Summary, TC(1)-C1, Bureau of the Census, 1970.

4. U.S. Commission on Civil Rights, The Southwest Indian Report (Washington, D.C.: U.S. Government Printing Office, 1974).

5. U.S. Department of Commerce, Bureau of the Census, A Study of Selected Socio-Economic Characteristics of Ethnic Minorities Based on the 1970 Census, Vol. 1: "Americans of Spanish Origin, Office of Special Concerns, DHEW; General Social and Economic Characteristics, U.S. Summary, TC(1)-C1, Bureau of the Census, 1970.

6. U.S. Department of Health, Education, and Welfare, Social Security Administration, Asian Americans: A Case of Benighted Neglect and the Urgent Need for Affirmative Action (unpublished, January 1975).

7. U.S. Commission on Civil Rights, The Southwest Indian Report (Washington, D.C.: U.S. Government Printing Office, 1974).

8. Francis Ishida and Rupert Padilla, SRS Report for Regional Task Force on Indian Affairs, DHEW Region VIII, May 31, 1973.

9. Ivy Lee, A Profile of Asians in Sacramento, California State University, Sacramento, September 30, 1973, p. 35.

10. Ibid., p. 45.

CONCLUSION

"Behold the past, the many changes of dynasties; the future too you are able to foresee, for it will be of like fashion, and it is impossible for the future to escape from the rhythm of the present."

Marcus Aurelius

The early and recent chapters of the treatment of the Asian Americans contain little of which this country may be proud. It would be something of a national atonement if the benighted neglect of the past can be replaced with a new commitment to restore equity and justice to the Asian Americans.

The evidence clearly revealed that Asian Americans have been the recipients of benighted neglect in employment, funding, social services and benefits from Federal, state, local, and private agencies. The continued heavy influx of immigrants; the present and projected low income status of the Chinese, Filipino, Korean, and Samoan in the major metropolitan areas; language barriers; the large number of foreign born; the economic plight and the health concerns of the elderly Asians; and the underutilization of the skilled/professionals are major reasons that dispel the "model minority" myth of the Asian Americans.

Asian Americans including other minority groups will need to become more involved in the establishment of policies and objectives in making the hard decisions. Government policy goals in a democracy can only be achieved fully when citizens, the intended beneficiaries of the services and benefits, help to develop them, actively participate to implement them and, therefore, become supporters of the policies and objectives that are relevant to their basic needs.

RECOMMENDATIONS

A. Develop and Implement Pilot Project--"Asian American Service Delivery"

The Social Security Administration's current organizational structure is ineffective to achieve result-oriented service delivery system for Asian Americans. The present void in outreach efforts for this multi-ethnic group--Japanese, Chinese, Korean, Filipino, Samoan, and Guamanian--requires different techniques and skills, utilization of ethnic resources and bilingual-bicultural staff to provide the communication linkages to render services and benefits entitled them by law.

In order to establish our "good faith" efforts and accountability to serve the public, BDOO should take leadership by initiating the following urgently needed demonstration project:

> Develop and implement pilot "Asian American Service Delivery" in cooperation with either Region II, IX, or X so that the results achieved will provide appropriate guidelines and procedures that can be duplicated in regions with large Asian American populations.
>
> --Identify those problems adversely affecting the delivery of SSA's service and benefits to Asian Americans.
>
> --Establish a viable ongoing local, State/Federal administration linkage for information and referrals, social services (State), and payments (Federal), especially with regard to the Aged, Blind, and Disabled Program.

--Utilize Asian American community resources, both public and private, for outreach efforts.

--Improve upon and/or develop innovative outreach service delivery systems involving transportation, linguistic and communication processes within the Asian American communities.

--Prepare summary findings, guidelines, and procedures.

B. Asian American Training Package

In order to upgrade service delivery for the Asian Americans, develop Asian American training package targeted to regions with heavy concentrations of Asian Americans; e.g., Region I, II, V, IX, and X. Special emphasis should be made on the multi-ethnic, heterogenous and complex makeup of the Asian Americans, particularly as it concerns the history, religion, culture, language, region, and nationality.

C. Recruitment of Asian Americans

Because it is axiomatic that meaningful service delivery among Asian Americans requires bilingual-bicultural staff, especially in positions such as service representative, field representative, claims representative and in managerial positions, BDOO should provide national leadership by including in the EEO Affirmative Action Plan equitable representation of Asian Americans based on their "Bilingual Needs Survey," especially for regions with large Asian populations.

D. Special Management Training Program

The highly successful BDOO Special Management Training Program was developed 2 years ago to meet the SSA policy of filling vacancies with the best qualified candidates and to improve minority representation in grades GS 11-13. This program has provided an avenue by which supervisors and managers from outside the Federal Government can be recruited at mid- and senior-level grades for managerial positions in district offices. For 1972-73, 23 positions were filled: 15 Blacks, 6 Spanish speaking, and 2 Whites. In 1973-74, 31 positions were filled: 20 Blacks, 8 Spanish speaking, 1 American Indian, and 2 Whites.

Action should be taken immediately to include a fair representation of Asian Americans into this program.

E. Establishment of Working Relationship with National and Regional Asian-American Organizations

SSA has made positive strides in establishing meaningful working relationships for national and regional program efforts with the Black, Spanish-speaking, and American Indian organizations. SSA should extend similar invitation and recognition to the following national Asian-American organizations that have demonstrated their readiness and cooperation to assist SSA in its outreach efforts; also, the inclusion of the Asian American organizations will provide

areas of commonality by which minority groups can work together to achieve common goals for the benfit of all concerned:

National Organizations

Asian Benevolent Corps
Japanese American Citizens League, San Francisco
Pacific/Asian Coalition, San Francisco
Chinese American Citizen Alliance

Regional Organizations

Special Services for Groups, Los Angeles
Japanese Chamber of Social Services, Inc., Los Angeles
Japanese Community Pioneer Center, Los Angeles
Office of Asian Community Relations Program, County of Los Angeles, Department of Public Social Services
Chinese Newcomers Service Center, San Francisco
Filipino Newcomers Service Center, San Francisco
Organization of Chinese Americans, D.C.
Asian American Caucas of Greater New York
International District Improvement Center, Seattle
Chinese for Affirmative Action, San Francisco
Chinese American Benevolent Association

F. Inclusion of Asian Americans in Minority Concerns

Develop system of accountability to ensure that Asian Americans are not excluded in areas of minority concerns, especially with regard to service delivery, benefits, task forces, outreach projects, etc.

OMA/BFO/OCF/ORS

G. Utilization of Category "Asian American" in the Collection of Data

Replace the present designation of Asian Americans under "Other" in the collection of data with separate and distinct category for "Asian Americans" so that relevant data can be accumulated for research purposes.

ORS/BDI/BFO

H. Civil Service Commission--Selective Certification

The present severe restrictions on the use of the "selective certification" process to fill positions requiring bilingual-bicultural capabilities have contributed significantly to the problem of differential treatment in service delivery among the ethnic minorities.

In order to achieve SSA's mission to serve the public, top priority should be given to seek the full utilization of this provision in all regions so that no individual would be disadvantaged because he/she does not have the fluency of English, especially among the Asian Americans, Spanish Speaking, and Native Americans.

I. Wide Distribution of Study to Achieve National Goals

Provide wide distribution of this study to both public and private agencies that have major responsibilities in health, income, housing, and employment concerns; e.g., DHEW, Department of Labor, Department of Housing, State and local agencies, private funding institutions, etc., so that affirmative steps for corrective actions can be realized.